DOCUMENT RESUME

ED 326 121 HE 024 021

AUTHOR Gaither, Tanzella, J.
TITLE A Case Study of the Influences of Political Culture on Institutional Behavior and Outcomes. ASHE Annual Meeting Paper.
INSTITUTION National Center for Postsecondary Governance and Finance, Tempe, AZ.
SPONS AGENCY Office of Educational Research and Improvement (ED), Washington, DC.
PUB DATE Nov 90
NOTE 27p.; Paper presented at the Annual Meeting of the Association for the Study of Higher Education (Portland, OR, November 1-4, 1990).
PUB TYPE Speeches/Conference Papers (150) -- Reports - Research/Technical (143)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Access to Education; Case Studies; *Educational Planning; Educational Quality; *Equal Education; Government School Relationship; Higher Education; *Institutional Administration; *Institutional Evaluation; Minority Groups; Politics of Education
IDENTIFIERS *ASHE Annual Meeting; *South Carolina; Strategic Planning

ABSTRACT

The study examined state policy influences on minority participation at higher education institutions with particular attention to South Carolina. Evidence for the study was derived from institutional survey data (142 institutions in 10 states); documents; on-site visits (South Carolina only); observations of interactions and operational procedures; and interviews with state policymakers, higher education officials, and institutional administrators. Analysis indicated the following: (1) strategic planning was evident in South Carolina educational institutions focusing on quality and equity improvement and coping with change; (2) strategies encouraging equity, access, and retention issues are implemented among the faculty and staff; (3) the most effective institutional initiatives in promoting minority student access and achievement were those using minority counselors and recruiters and those providing minority financial support; and (4) cutbacks in state funding are being acutely felt in equity programs. It is concluded that higher education planning in South Carolina makes good use of available resources to enable minority achievement to be consistent with strategic planning for overall quality in higher education. Contains 18 references. (GLR)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED326121

A CASE STUDY OF THE INFLUENCE OF POLITICAL CULTURE ON INSTITUTIONAL BEHAVIOR AND OUTCOMES

by

Tanzella J. Gaither

Presented at the 15th Annual Meeting of
The Association for the Study of Higher Education (ASHE)
November 1-4, 1990
Portland, Oregon

HE 024 021

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

ASHE

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

NATIONAL CENTER FOR POSTSECONDARY GOVERNANCE AND FINANCE

RESEARCH CENTER AT ARIZONA STATE UNIVERSITY
College of Education, Tempe, Arizona 85287-1611
(602) 965-4946 FAX: (602) 965-4993
Richard C. Richardson, Jr., Associate Director

A CASE STUDY OF THE INFLUENCE OF POLITICAL CULTURE ON INSTITUTIONAL BEHAVIOR AND OUTCOMES

by

Tanzella J. Gaither
Graduate Research Associate
Arizona State University

Presented at the 15th Annual Meeting of
The Association for the Study of Higher Education (ASHE)
November 2, 1990
Portland, Oregon

This material draws upon a five-year study (1985-1990) conducted by the National Center for Postsecondary Governance and Finance with funding from the Office of Educational Research and Improvement (OERI) of the U.S. Department of Education.

ASHE

Texas A&M University
Department of Educational
Administration
College Station, TX 77843
(409) 845-0393

ASSOCIATION FOR THE STUDY OF HIGHER EDUCATION

This paper was presented at the annual meeting of the Association for the Study of Higher Education held at the Red Lion-Jantzen Beach in Portland, Oregon, November 1-4, 1990. This paper was reviewed by ASHE and was judged to be of high quality and of interest to others concerned with the research of higher education. It has therefore been selected to be included in the ERIC collection of ASHE conference papers.

A CASE STUDY OF THE INFLUENCE OF POLITICAL CULTURE ON INSTITUTIONAL BEHAVIOR AND OUTCOMES

I. INTRODUCTION..... 1

II. FOCUS OF THE STUDY..... 2

III. BACKGROUND OF THE STUDY..... 4

A. General..... 4

B. South Carolina..... 7

IV. CONCEPTUAL FRAMEWORK.....13

V. METHODOLOGY.....14

A. Data Collection.....14

B. Data Analysis.....15

VI. MAIN FINDINGS.....17

VII. CONCLUSION.....18

INTRODUCTION

This study presents an examination of state policy influences as they relate to minority participation at higher education institutions within a particular state.

Among the influences that affect the management of an institution's organizational culture, the state policy environment appears to be the most pervasive. State influence is directly felt through its legislative, executive and judicial systems which also determine characteristics of institutional mission, such as program type, school size and location. Therefore, because of its unique position of influence, the state is a major factor affecting the institution in its quests for change, especially in the area of minority participation. The changing focus of education policy leadership in the 1980s and the economic aspirations and demographic projections of many of the states suggest that state leaders will have a specific role in assuring minority success in higher education (Callan 1988). An indication of the direction of state leadership is reflected in policy decisions, policy instruments and other factors that constitute the political culture of a state.

Thinking of culture as distinctive patterns of behavior which reflect the codes or rules that guide behavior (Marshall, Mitchell, and Wirt 1989) sets the stage for viewing how culture involves values and how cultural values enter into policy-making. The functions implemented by higher education governing and coordinating boards are reflected in state policy instruments such as mandates, planning and priorities, inducements, capacity building, and accountability, all of which are factors of primary importance to public institutions as they seek to effectively manage their organizations. Deciding which mandates, priorities or other policy instruments are adequate is done by policy-makers whose decisions are rooted in cultural values. To project a better understanding of policy action with its embedded values, Marshall, Mitchell, and Wirt (1989) use a cultural paradigm that has two central propositions: 1) culture shapes institutions and traditions, and 2) culture is reflected in written and unwritten codes of behavior. Thus, higher education institutions, like other quasi-political entities, mirror the understandings of culture held by policy-makers. Culture involves values, which must conflict due to differences in meanings or polarities. The basic and sometimes competing values for education policy are **choice**, **efficiency**, **quality**, and **equity** (Marshall, Mitchell and Wirt 1989).

With the view that state policy actions are rooted in cultural values, this study analyzes the political culture and some institutional outcomes for South Carolina, a southern state that has improved its rate of minority participation in higher education.

FOCUS OF THE STUDY

Like most other states, South Carolina is concerned about the nation's economic future, especially the direct relationship between econnomic growth and an educated citizenry. Because of their increasing numbers, minorities will have a more critical role in economic development and educational attainment, and the quality of one will be dependent upon the output of the other.

Despite a history of segregation and discrimination, South Carolina's Black residents constituted well over half of the state's population during specific periods of the 1800s; today, they comprise approximately 33 percent of the total population. During the past decade, one way that South Carolina has attempted to redress past discriminatory practices has been through its educational system. Through a series of formal plans, initiated by its coordinating agency and implemented by its higher education institutions, the state has sought educational parity for its African-American citizens.

Strategic planning is considered an improved form of college and university planning because there is more emphasis on the environment, the openess of boundaries and the interplay with other organizations. It involves matching organizational strengths with environmental opportunities, appraising these against the mission of the institution, and developing strategies to achieve selected priorities. Additionally, strategic planning provides a framework around which institutions can organize important decisions, including choices of priorities and resource allocations which affect the overall future and direction of the organization (Bechard 1987).

Higher education strategic planning for minority participation in South Carolina, which is the focus of this study, is embodied in the present South Carolina Higher Education Program for Access and Equity (the Access and Equity Program). The Access and Equity Program evolved from a planning instrument when, from 1981 to 1986, the state complied with a federally mandated desegregation plan in order to fulfill civil rights compliance requirements (Sheheen 1989). After the federal plan expired in 1986 a subsequent plan, the South Carolina State Desegregation Plan, was implemented from 1986 to 1989, followed by the current Access and Equity Program.

In implementing the federally mandated plan, South Carolina officials were able to determine the strategies that were most effective and those that were not. Because of preceived limitations in the federal plan, South Carolina developed its own desegregation plan. Implementation of the state-initiated plan was the beginning of South Carolina's progression from compliance to one of commitment to minority participation in public higher education. In 1985, the Commission employed an educational consulting firm to assist in determining how to best increase the effectiveness of the state's colleges and universities, and how to improve efforts to coordinate higher education. The consulting

firm offered nine recommendations to improve the quality of higher education in South Carolina, the first of which dealt with the assessment of quality in higher education. In defining quality, the Commission identified 18 effectiveness measures, one of which was minority student and faculty access and equity (South Carolina Commission on Higher Education February, 1989). Recommendations from the consultant's report are reflected in South Carolina Act 629, signed into law in 1988, which directs the Commission to "maintain a statewide planning system to address strategic issues in public and private higher education" (South Carolina Commisson on Higher Education 1989). One of the goals of this planning process is "to assure the maintenance and continued provision of access and equality of educational opportunity in South Carolina" (South Carolina Commission on Higher Education February, 1989).

Accordingly, the Access and Equity Program requires each institution to have well-planned activities that: 1) flow from its mission and which address the recruitment and retention of minority students and employees; 2) are tailored to meet specific institutional requirements based on characteristics of the institution, especially the characteristics of its students and its faculty; 3) are carefully conceptualized (goals, objectives, implementation strategies, evaluation procedures and criteria); and, 4) are linked to efforts for improving institutional quality (South Carolina Commission on Higher Education 1988).

Thus, the development and implementation of plans is the major policy instrument through which South Carolina has attempted to improve quality as well as minority access and achievement in its public colleges and universities.

BACKGROUND OF THE STUDY

GENERAL

In 1986, under a grant from the Office of Educational Research and Improvement (OERI) of the U. S. Department of Education, the National Center for Postsecondary Governance and Finance Research Center at Arizona State University began a study of organizational influences on baccalaureate degree achievement by minority students. During the study, which focused on multiple case studies from ten public colleges and universities with above average records for graduating underrepresented minorities, Richardson (1989) developed a causal model of adaptation (Figure 1) depicting the process through which institutions adapt in order to improve the participation and graduation rates of minority students.

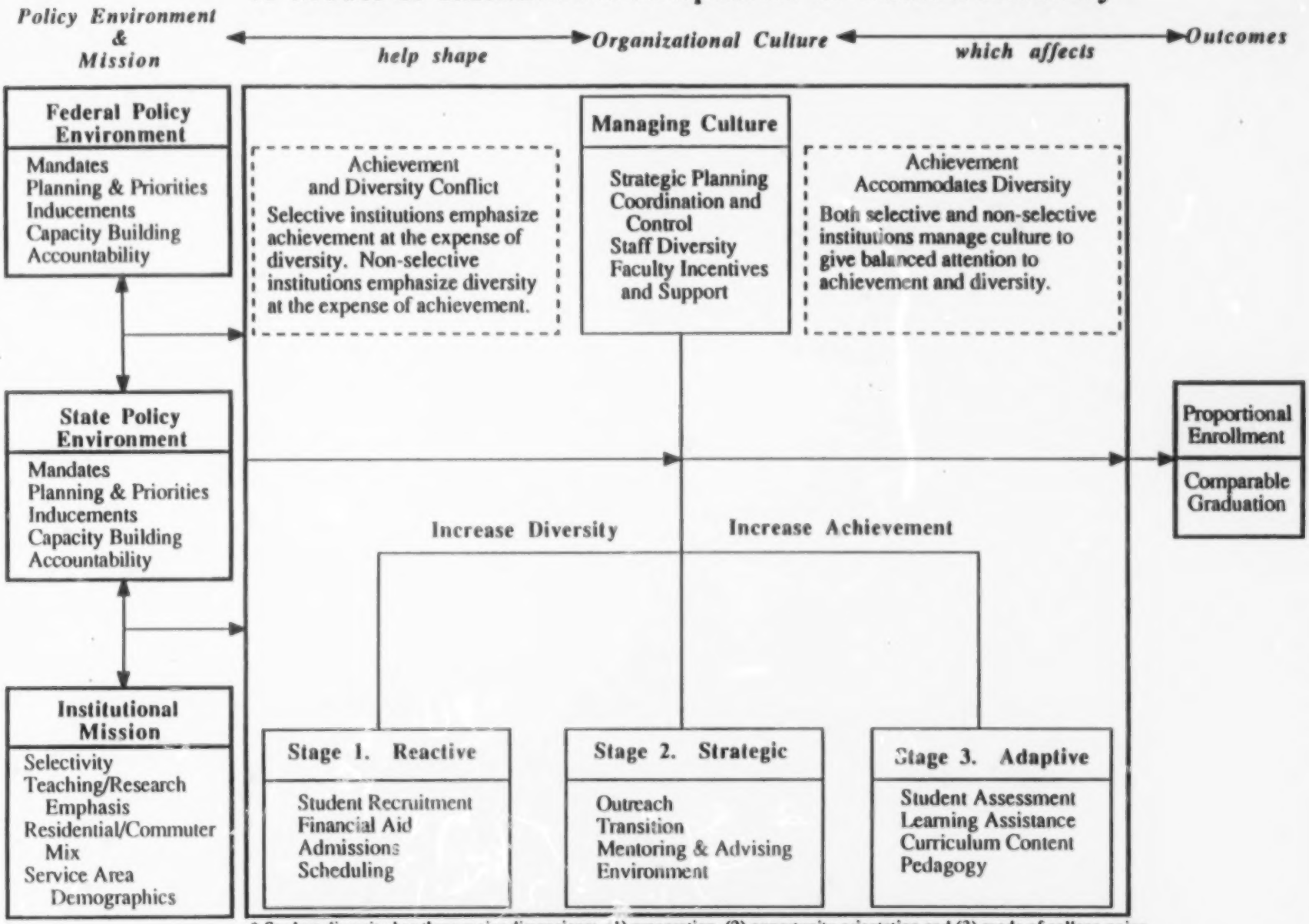
As outlined in the model, state and federal policy environments and mission influence the manner in which an institution manages its organizational culture. When confronted with the need to adapt in order to serve more diverse students, institutions respond in reactive, strategic or adaptive ways, or in some combination, depending on how the culture is managed. The end results are reflected in outcomes of minority enrollment and graduation rates.

Minorities, and African-Americans in particular, have historically had limited access to higher education; indeed, it has only been within the last three decades that access has been available to minorities at all public institutions. As access was being gained, questions of quality arose, the assumption being that accessibility negated quality since quality institutions were not easily accessible.

Quality, especially as it relates to higher education institutions which may be either highly diverse or predominately monocultural, is one of the four fundamental values for educational policy, the others being equity, efficiency and choice. For the last several years in higher education, quality and equity appear to have engaged in the fiercest competition for the attention and priorities of policy-makers. Quality, a complex concept, has at least four distinct meanings: reputational ratings, available resources, student outcomes and talent development (Astin 1985). As they have become intertwined in practice, all but the last of these meanings are often seen to be in conflict with broadened access to minorities (Richardson 1989).

In viewing the meaning of a given value as it is inferred from the behavior of those policy-makers pursuing it, values are defined by the behavior required in a particular law or policy. The following behavioral definitions of the four values are used in this study and are matched against the language of state codes and policies.

A Model of Institutional Adaptation to Student Diversity*



* Student diversity has three major dimensions: (1) preparation, (2) opportunity orientation and (3) mode of college-going. African Americans, Hispanics and American Indians share these dimensions with other groups, but are distributed differently as a function of historic discrimination and socio-economic status. Note: Model modified January 16, 1990.

choice - a state mandate that offers school clientele the opportunity to make or reject policy decisions; the presence of choice in codes can be indicated by (1) explicit granting of policy options, (2) use of permissive verbs like may or can in reference to options, and (3) selection of an option by non-professionals, even though professionals would have to implement the policy options.

efficiency - the effort to minimize costs while maximizing gains in order to optimize program performance; also, in the form of accountability, efficiency is the mandating of those means by which superiors oversee and control their subordinates' exercise of power and responsibility.

equity - involves two stages, one in which a disadvantage, deficiency, or other measure of the gap between the norms of social life and the needs of citizens exist; in the second stage, public resources are applied through programs designed to close the gap between norm and need. Thus, equity is a private value (what one needs) treated by public policy (government action to meet one's need).

quality - involves two stages, the first in which the state mandates the need for certain standards of excellence or proficiency which are quite often designated simply by statements of minimum standards; the second stage requires that in order to achieve these standards, public resources are applied across districts or institutions (Marshall, Mitchell, and Wirt 1989).

Within the context of these behavioral definitions, South Carolina's plans for minority participation and achievement are examined.

Improving opportunities for minority students to achieve degrees has emerged as a major priority for American higher education. While the responsibility for the higher education of minorities is being assumed by a broader range of institutions, a relatively small number of schools account for most of the baccalaureate degrees awarded to minorities. Of the 1,658 institutions of higher education reported in 1978-79, 22 percent (362) accounted for 82 percent of the bachelors degrees awarded to African-Americans, 80 percent to Hispanics and 74 percent to American Indians. The majority of institutions awarded fewer than 50 degrees to any minority group in that year (Richardson and Bender 1987).

Minority representation increased rapidly until the mid 1970s and has grown more gradually since that time. Hispanic representation has increased from 3.5 percent to 4.3 percent, American Indians have shown no change in enrollment and African-American enrollment has decreased from a peak of 9.4 percent in 1976 to 8.9 percent in 1984. From 1968 to 1984, the total number of students enrolled in institutions of higher education increased from less than five million to more than 12 million. By 1988 the total was over 13 million, as shown in Table 1 below.

Table 1

	1984 (in thousands)	%	1988	%
Total students	12,162	100.0	13,043	100.0
White	9,767	80.3	10,283	78.8
Black	1,070	8.9	1,130	8.7
Hispanic	529	4.3	680	5.2
Asian-American	382	3.1	497	3.8
American Indian	83	0.7	93	0.7
Nonresident Alien	332	2.7	361	2.8

Source: U. S. Department of Education

Even with the gain in absolute numbers, minority students continue to be underrepresented on college campuses, with Black students showing the lowest rate of long-term enrollment increases: From 1978 to 1988, Asian enrollment climbed 111.5 percent, Hispanic enrollment rose 63.1 percent, American Indian enrollment increased 19.2 percent, while Black student enrollment rose just 7.2 percent (Evangelauf 1990). At every level of education, at each critical transition point in the education pipeline - from ability group and track placement through admissions testing - disproportionate reductions in Black student populations occur. Enrollment in general and vocational curriculum tracks, poor quality schooling, and low achievement test performance by Black students do not lead to growth in the pool of Blacks eligible for selection into four-year colleges (Williams 1988).

SOUTH CAROLINA

South Carolina, a state once rated as lowest or nearly lowest in state tax support of higher education, has made commendable progress. From 1960 to 1973 among the 50 states, South Carolina rose from thirty-sixth place to twenty-ninth place in its total annual appropriations of state tax funds for operating expenses of higher education. Other forward steps South Carolina has taken during the early 1970s include: The addition of three 4-year state colleges (The College of Charleston, Francis Marion College and Lander College) and a new state College Board of Trustees to govern these three; the expansion of the Medical University of South Carolina at Charleston; and, the creation of a state board for technical and comprehensive education with jurisdiction over all two-year postsecondary institutions, excluding branch campuses of senior institutions (Chambers 1974).

Presently, the network of public, higher education institutions in South Carolina consist of three universities, nine senior colleges and 21 two-year colleges consisting of five two-year campuses of the University of South Carolina and 16 technical colleges governed by the State Board for Technical and Comprehensive Education (Table 2).

The South Carolina Commission on Higher Education (the Commission) was established by the state legislature, the General Assembly, in 1967 as the state coordinating agency in higher education. The Commission has authority to approve and recommend termination of programs, subject to review by the General Assembly. To achieve its mission the Commission conducts studies, develops plans, administers specific programs, makes recommendations for appropriations and capital improvements, and performs other responsibilities as required by its authorizing legislation. The Commission consists of eighteen lay members who are supported by a professional staff whose chief executive officer is the Commissioner for Higher Education. The eighteen members, three from each Congressional District, are appointed by the Governor with the consent of the majority of the members of the General Assembly from the district. The Commission is responsible for monitoring and evaluating the progress of institutions in implementing the state's Higher Education Program for Access and Equity.

Funded by the General Assembly and reinforced by the Commission, public institutions in South Carolina have made significant increases in African-American enrollment and graduation, as shown for some institutions in Table 3.

Improving minority participation and achievement in the state's public colleges and universities is part of South Carolina's continuing strategy to eradicate all traces of segregation in its higher education institutions which had remained segregated until the early 1960s. In late 1969 and early 1970, the then-U. S. Department of Health, Education and Welfare visited South Carolina and a number of other states to evaluate their compliance with Title VI of the Civil Rights Act of 1964. Although there was no immediate follow-up to the South Carolina visit, in late 1978 the state was notified that on-site compliance reviews of selected public institutions would be conducted. After the regional Office of Civil Rights conducted the reviews and subsequently issued South Carolina a letter of non-compliance with the 1964 Civil Rights Act in its higher education system, the governor instructed the Commission to develop and recommend a satisfactory desegregation plan. The results, the South Carolina Plan for Equity and Equal Opportunity in the Public Colleges and Universities, was submitted in March, 1981 to the U. S. Department of Education which officially accepted the Plan in July, 1981.

The three major areas of desegregation activity in the federal plan were 1) disestablishment of the structure of the dual system (primarily enhancement of traditionally Black institutions; 2)

TABLE 2

SOUTH CAROLINA PUBLIC COLLEGES AND UNIVERSITIES

The universities, providing degree programs through the doctorate and emphasizing graduate and professional programs specific to each, are:

Clemson University
Medical University of South Carolina
University of South Carolina-Columbia

Senior colleges, emphasizing undergraduate instruction but also offering master's level programs as are appropriate in specific instances are:

The Citadel
College of Charleston
Francis Marion College
Lander College
* South Carolina State College
Winthrop College

** USC-Aiken
** USC-Coastal Carolina
** USC-Spartanburg

* S. C. State College offers one doctoral degree program, the Ed.D. in Educational Administration.

** These three institutions offer programs through the baccalaureate degree only.

Two-year colleges, offering programs through the associate degree level tailored to specific needs of local communities, are:

(University of South Carolina two-year campuses)

USC-Beaufort
USC-Lancaster
USC-Salkehatchie
USC-Sumter
USC-Union

(Technical Colleges)

Aiken Technical College
Chesterfield-Marlboro Technical College
Denmark Technical College
Florence-Darlington Technical College
Greenville Technical College
Horry-Georgetown Technical College
Midlands Technical College
Orangeburg-Calhoun Technical College
Piedmont Technical College
Spartanburg Technical College
Sumter Area Technical College
Technical College of the Lowcountry
Tri-County Technical College
Trident Technical College
Williamsburg Technical College
York Technical College

TABLE 3

	1976		1980		1984		1988		1989	
	Total	% Blk	Total	% Blk	Total	% Blk	Total	% Blk	Total	%BLk
USC-Columbia:										
Enrollment	16,133	11%	18,969	14%	22,312	13%	25,379	13%	25,692	12%
Graduation	2,947	6%	2,951	11%	4,581	9%	4,636	11%	4,988	11%
Clemson:										
Enrollment	8,552	1%	9,429	2%	12,926	5%	14,794	5%	16,072	6%
Graduation	1,680	.9%	1,789	2%	2,433	2%	2,603	4%	2,839	4%
C of Charleston:										
Enrollment	4,838	7%	4,867	6%	5,393	7%	6,205	6%	6,778	6%
Graduation	441	4%	609	3%	653	5%	650	5%	755	5%
Francis Marion:										
Enrollment	2,346	13%	2,600	12%	3,232	14%	3,929	14%	3,883	14%
Graduation	297	10%	329	13%	369	12%	494	11%	559	16%
Winthrop:										
Enrollment	3,016	16%	4,011	14%	4,951	14%	5,186	15%	5,388	15%
Graduation	560	12%	663	11%	963	14%	905	12%	979	14%

(Source: U. S. Department of Education

Note: Beginning with 1984, all figures include undergraduate and graduate students totals.

desegregation of student enrollment; and, 3) desegregation of faculty, staff, nonacademic personnel and governing boards. Within each category above, the state adopted a wide variety of activities and programs to achieve specific objectives. The state's goal during the life of the plan was to increase Black enrollment at postsecondary institutions until the proportion of Blacks at least equaled the proportion of whites who entered such institutions by the end of the plan. The federal plan expired in June, 1986 after South Carolina had substantially fulfilled commitments made in the plan.

In recent years, the South Carolina policy environment has seen the implementation of several plans designed to effect access (equity) and quality in higher education. These initiatives include the state desegregation plan which was implemented from 1986 to 1989, a package of quality improvement strategies entitled "The Cutting Edge", and the current Access and Equity Program.

State Desegregation Plan: Believing that South Carolina has a philosophical, moral and ethical responsibility to continue its efforts to eliminate any vestiges of remaining segregation within the higher education system, the Commission adopted a three-year state initiated plan, South Carolina Plan for Equity and Equal Opportunity in the Public Institutions of Higher Education 1986-87 and Beyond. This plan, which was developed as a blueprint for continuing desegregation efforts in the state, maintained the same three major goals of the expired federal plan.

From 1986 to 1989 this state-initiated plan provided funds for 1) a Graduate Incentive Fellowship Program, 2) an Other Race Grants Program, and 3) a Minority Recruitment and Retention Grants Program. Funds were provided also for programs to enhance the two public historically Black institutions, South Carolina State College and Denmark Technical College.

The Cutting Edge: Following passage of the now nationally known South Carolina Education Improvement Act in 1984, the Commission decided that an objective, detailed study of higher education in the state would help in the coordination and increased effectiveness of higher education institutions. After receiving the support of public college presidents and funds from the General Assembly, the Commission employed a consulting firm which completed and presented its report to the Commission in February, 1986. The report, "Higher Education in South Carolina: An Agenda for the Future", contains 22 recommendations, nine focusing on improving the quality of higher education in the state and 13 focusing on strengthening the Commission.

The report and its recommendations were approved in January, 1987. The recommendations, entitled "The Cutting Edge", address six areas: 1) the preparation, admission, and retention of students; 2) improvement in undergraduate instruction, including the establishment of a governor's "Professor of the Year" award; 3) the recognition of excellence in research for economic

development, including the establishment of endowed professorships at senior institutions and a research incentive fund; 4) the strengthening of planning and quality assessment for greater accountability; 5) enhancing the effectiveness of the Commission; and, 6) an additional investment of extra funding to implement the above plans. Each year, the Commission allocates the Cutting Edge funds. For fiscal years 1988-89 and 1989-90, the allocation was $5 million per year. For 1990-91, the General Assembly approved $3.5 million for this program but due to state budget shortfalls, the final appropriation was $500,000.

The Access and Equity Program: Approved by the Commission in February, 1988, new guidelines for minority achievement activities allowed funds to be awarded to those institutions with well-planned activities which address minority student recruitment and retention, along with positive measures in hiring and retaining minority faculty members, professional staff and other employees (South Carolina Commission on Higher Education Annual Report 1988-89). In November, 1988, the Commission approved the South Carolina Higher Education Program for Access and Equity (the Access and Equity Program), the current minority achievement program under which public institutions operate.

The Access and Equity Program requires each public institution to submit annual minority recruitment/retention plans to the Commission. Evidence of state and institutional commitment is reflected in the general guidelines for Access and Equity Programs and activities which require the submission of minority recruitment/retention plans as a prerequisite to approval of each institution's utilization of funding for programs that promote minority access and equity.

The guidelines also stipulate that each institution's plan must be updated annually and signed by its chief executive officer, indicating his/her commitment to and approval of the plan's goals, objectives and activities. The plans must also list the department and personnel responsible for implementation and evaluation of recruitment/retention efforts to reflect consistency with other statewide quality assessment efforts.

The Access and Equity Program contains four mandated programs and three optional programs. In order to monitor the program and determine intended outcomes, accountability measures are adhered to in program implementation. The Commission's Committee on Access and Equity has responsibility for oversight and review of the Program.

One of the most significant outcomes of South Carolina's planning efforts has been an overall increase in minority enrollments and graduation. While institutions have not achieved proportional enrollment and comparable graduation rates, significant gains have occurred.

CONCEPTUAL FRAMEWORK

Establishing an institutional environment that promotes access and achievement among all students in general and minority students in particular is a function of institutional mission and state policy environment. State policies are reinforced by state governing and/or coordinating boards.

State coordinating boards exercise thier influence on urban higher education primarily through the manner in which they implement the core functions of planning, budget review, and program review. In terms of minority student achievement, the first two are more important than the third (Richardson and Bender 1987). These core functions are reflected in state policy instruments such as mandates, planning and priorities, inducements, capacity building, and accountability, all of which are factors of primary importance to public institutions as they seek to effectively manage their organizations. Institutions accommodate these factors by making changes in the strategies they use to manage organizational culture.

As organizations, institutions respond to external pressures for quality, equity, efficiency or choice through the administrative strategies they adopt. The stage an institution has reached in resolving quality/access issues influences significantly the success it experiences in reducing race/ethnicity related differences in degree attainment (Richardson 1988).

Resolving issues of quality, equity, efficiency and choice takes into account the interrelationships between organizational culture and policy decisions. As the organizational culture of an institution adapts to improve efficiency or extend equity, it reflects values incorporated into state policies which are culturally based. In effect, the institution mirrors policy-makers understandings of culture. These lens from a cultural paradign focus on cultural views and meanings held by actors and ways these drive the policy system, both its processes and results (Marshall, Mitchell, and Wirt 1989).

From the view of cultural understandings held by policy actors and reflected in the policies they establish, the cultural link to policy making and its effect on outcomes in higher education can be examined.

METHODOLOGY

DATA COLLECTION

Evidence for this study was derived from institutional survey data, documents, on-site visits and observations of interactions and operational procedures, and interviews with state policy-makers, higher education officials and institutional administrators. The institutional data base constitutes completed surveys and supporting documentation from 142 institutions in ten different states, including institutions in South Carolina, that participated in a five-year U. S. Department of Education research project. Included in the data base is information about the history of minority participation and graduation rates for the state, strategies used by the coordinating agency and by institutions to improve outcomes, and descriptions of legislative and judicial actions that have defined or influenced the choice of policy instruments for resolving conflicts among the values of quality, equity, efficiency and choice.

Site visits were made to four of the largest, senior level predominately white institutions in South Carolina. These institutions were chosen because of their size, the range of percentage of Black students (from among the highest to next to the lowest), their range of locations, and the amounts of state appropriations they received, as outlined below in Table 4.

Table 4

Selection Criteria for South Carolina Institutions

Name	Enrollment (Fall, 1989)	Total Blacks No.	Total Blacks %	State Appr. (in thousands)	Location
USC-Columbia	25,692	3,111	12.1	$117,989	Mid-state
Clemson Univ.	16,072	1,004	6.2	73,968	Northwest
C. of Charleston	6,778	432	6.4	19,989	Southeast
Winthrop College	5,388	780	14.5	19,504	N. Central

Source: S.C. Higher Education Statistical Abstract, March, 1990

Interviews were conducted with 25 persons who represent the following groups:

1. Individuals who develop policy for higher education, including legislators and board members

2. Members of state agencies such as the Commission on Higher Education or the governor's office

3. Institutional administrators

These key officials within the South Carolina higher education system provided insight into the day-to-day activities of the institutions as well as an overall view of the main issues. Site visits to state offices and to the campuses of the four institutions resulted in the acquisition of detailed information about context, in addition to documents and other information that may not have been revealed in the interviews. Documents were obtained during the interviews and visits, and from the South Carolina Commission on Higher Education.

DATA ANALYSIS

Data was analyzed by being coded and sorted into categories in order to further develop meanings. Whenever a specific item (strategy, viewpoint, etc.) occurred in an interview or document, it was assigned a numerical code, resulting in some statements or paragraphs containing several codes. The codes were then sorted according to their assigned categories. As each item was coded into a category, it was compared with previous items in groups coded within that category. This comparison evoked thoughts about the full range of types and properties within the category and gave insight into the actual processes and behaviors that were to be explained (Glaser and Strauss 1976). These explanations formed the basis for generating propositions, which are connected sets of statements reflecting the findings and conclusions of the study (Miles and Huberman 1984).

From the viewpoint of what a value might mean when inferred from the behavior of political actors advocating it, values in this study are defined by the behavior required by law (Marshall, Mitchell, and Wirt 1989). In order to infer values in this manner, policies and laws were analyzed according to the behavior required in the policy or statute (e.g., institutions must provide; use of public resources to reduce/eliminate a discrepancy, etc.) and one of the four values was assigned to that behavior. Values occurring most often were given greater weight and if a value was corroborated by the actions of an institution, it was assigned to that policy. For example, one guideline for the Access and Equity Program states that optional programs may or may not be included in an institution's strategies for achieving full access and equity. Upon examination of several institutional plans, some institutions included at least one of the optional programs and others did not; thus, the value assigned to that program guideline was choice.

Data analysis also included pattern-matching in which several cases (in this study, institutions) are known to have had a certain type of outcome, and the investigation has focused on how and why

this outcome occurred in each case. If the patterns coincide, the results can help a case study strengthen its internal validity (Yin 1984). Despite differences in size, location and other aspects, the institutions at which site visits were conducted all have emerging patterns of increased minority enrollment and graduation.

Triangulation was achieved through the use of multiple methods (data base surveys, observations) as well as multiple data sources (interviews, documents) which address the problem of construct validity. Answers to the same questions were analyzed across multiple methods and sources thus giving a measure of reliability.

MAIN FINDINGS AND CONCLUSION

Based on the data analysis techniques described, several findings were noted, the most significant of which are listed below.

I. Strategic planning is used extensively throughout the South Carolina higher education system. The process of strategic planning includes developing strategies to achieve selected priorities. Basic to South Carolina's strategic planning process was an examination of where they were (current status of then-implementing a federal mandate to desegregate); where they wanted to go (setting goals in order to achieve proportional enrollment); deciding the best way to get there (use of appropriate policy instruments such as institutional mandates); and, how to determine when they had arrived or gotten off course (assessment and evaluation). The long-term development involved with strategic planning must include mechanisms for coping with changes. These mechanisms are evident in South Carolina as institutions, in coping with decreased formula-based and supplemental funding, become more creative in developing alternate sources of support, such as taking advantage of the expertise and resources of area businesses.

"The Planning Prospectus", approved by the Commission in February, 1989, describes what institutional planning information and components are necessary for effective higher educational planning to occur in South Carolina. An analysis of the planning components indicates that **quality and equity** are the underlying values. Throughout the document, minimal standards are mandated for programs and practices for which public resources are specified. Additionally, public resources are pledged for items that would bolster minority participation.

II. Strategies that encourage support for access and retention issues are implemented among faculty and staff. Through encouragement from senior leadership, faculty and staff are expected to actively support programs and activities that promote cultural diversity.

An examination of both the 1986-89 South Carolina Plan for Equity and Equal Opportunity, and the current Access and Equity Program found that the pervailing values were **equity and efficiency**. This is partly due to the fact that the programs were established to close the gap in the underrepresentation of minorities in higher education participation and achievement. It is also attributable to the desire by policy-makers to minimize cost while maximizing performance and to channel responsibilities to appropriate sources; thus, the built-in accountability measures of evaluation and monitoring.

III. Institutional initiatives perceived as being most effective in promoting minority student access and achievement **(equity)** were (1) the various strategies used in recruitment and retention efforts for minority students (e.g., the use of minority

recruiters and counselors) and, (2) those initiatives that provided minority students with direct financial support (e.g., scholarships, loans and grants).

IV. Decreases in state funds for higher education institutions in general and equity programs in particular are undermining efforts towards achieving parity. Shortfalls in state budget projections have necessitated cutbacks in most areas that receive state appropriations, including education.

From an analysis of the fiscal aspects of the Prospectus and the budget request section of The Cutting Edge, the resulting values are **quality and efficiency**. These values are evident from the public resources applied to implement standards that are required for the various initiatives, and from the comprehensive reports, reviews, and evaluations that are mandated.

CONCLUSION

By examining the cultural values used in educational policy decisions, a perspective is achieved of one state's educational outcomes. The dominant values in higher educational planning in South Carolina appear to be **equity, quality and efficiency**. In striving for equity, a commitment was made to lessen the discrepancy between Black and White access and achievement which resulted in significant minority increases in these areas for most of the state's higher education institutions. Quality in plans and programs is achieved by establishing and maintaining minimal standards of proficiency, backed by the use of public and sometimes private resources as are required. The resources, in conjunction with strict accountability standards, constitute a measure of efficiency in a relatively small state with increasingly scarce resources.

The current policy environment in South Carolina enables stragegic planning for minority achievement in higher education to be consistent with strategic planning for overall quality in higher educationl It also enables a collaboration between state and institutions which positively impacts to improve the outcomes of undergraduate education for all students.

REFERENCES

Astin, A.W. 1982. Minorities in American higher education. San Francisco, CA. Jossey-Bass, Inc.

Bechard, B.L. "Defining Institutional Missions: Comparison of Two Alternative Mission Assessment Instruments as Inputs to Strategic Planning". Ph.D. dissertation, Arizona State University, 1987.

Callan, P.M. 1988. "Minority Degree Achievement and the State Policy Environment". The Review of Higher Education. 11:4 p.355-64. Association for the Study of Higher Education.

Chambers, M.M. 1974. Higher education and state governments, 1970-1975. Danville, IL. The Interstate Printers and Publishers, Inc.

Evangelauf, J. 1990. "1988 Enrollments of All Racial Groups Hit Record Levels." The Chronicle of Higher Education. 36:30 p.1, 37.

Glaser, B.G. and A.L. Strauss. 1967. The discovery of grounded theroy: Strategies for qualitative research. Hawthorne, NY. Aldine De LGruyter.

Marshall, Mitchell, and Wirt. 1989. Culture and education policy in the American states. Bristol, PA. The Falmer Press, Taylor & Francis, Inc.

Miles, M.B. and A.M. Huberman. 1984. Qualitative data analysis: A sourcebook of new menthods. Newbury Park, CA. Sage Publications, Inc.

Richardson, R.C. Jr. and L.W. Bender. 1987. Fostering minority access and achievement in higher education. San Francisco, CA. Jossey-Bass, Inc.

Richardson, R.C. Jr. 1988. "Organizational Influences on Baccalaureate Achievement by Minorities: Ten Case Studies." Methodological Report. Tempe, AZ. National Center for Post-secondary Governance and Finance Research Center.

Richardson, R.C. Jr. 1989. Serving more diverse students: A contextual view. The first in a series of papers prepared for the Education Commission of the States, National Task Force on Minority Achievement in Higher Education. Denver, CO.

Sheheen, F.R. "The Role of State Boards of Higher Education Influencing Access and Retention of Minorities in Higher Education." 1989. Columbia, SC. South Carolina Commission on Higher Education.

South Carolina Commission of Higher Education. Columbia, SC. 1988-89. Annual Report.

South Carolina Commission on Higher Education. Columbia, SC. February, 1989. Guidelines for Institutional Effectiveness.

South Carolina Commission on Higher Education. Columbia, SC. 1989. Planning Prospectus.

South Carolina Commission on Higher Education. Columbia, SC. 1988. South Carolina Higher Education Program for Access and Equity.

Williams, J.B., III. 1988. Desegregating America's colleges and universities. New York, NY. Teacher's College Press.

Yin, R.K. 1989. Case study research: Design and methods. Newbury Park, CA. Sage Publications, Inc.